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6	UNITED STATES DISTRICT COURT WESTERN DISTRICT OF WASHINGTON	
7	AT SEATTLE	
8	A.H.R., by and through his parent M.R.V.; S.K. by and through his parent K.J.; K.A.S. by and	No.
9	through her parent I.S.; Z.O.S. by and through his parents H.H. and C.S.;	COMPLAINT
10	Plaintiffs,	
11	vs.	
12	MARYANNE LINDEBLAD, in her official capacity as State Medicaid Director;	
13	DOROTHY FROST TEETER, in her official capacity as Director of the Washington State	
14	Health Care Authority; WASHINGTON STATE HEALTH CARE AUTHORITY;	
15	Defendants.	
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17	I. PRELIMINARY STATEMENT	
18	1. Plaintiffs are four children with disabilities between the ages of 10 months and two years	
19	old who require around-the-clock skilled nursing care to be able to live safely at home.	
20	Defendants have themselves authorized these Plaintiffs to receive 16 hours per day of skilled	
21	nursing care as medically necessary in order to live safely at home.	
22	2. Plaintiff A.H.R. has never lived at home, however, because the Defendants have failed to	
23	recruit enough providers of skilled nursing care to meet A.H.R.'s needs. A.H.R., unable to staff	
24	his 16 hours per day of authorized nursing care to live at home, resides in an institution where he	
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Northwest Justice Project 401 Second Avenue S, Suite 407 Seattle, Washington 98104 Phone: (206) 464-1519 Fax: (206) 624-7501 receives necessary medical care to live safely.

- 3. Z.O.S. has lived in an institution since February 2015 because the Defendants have failed to make sufficient numbers of private duty nurses available to allow him to live safely at home.
- 4. Plaintiffs S.K. and K.A.S. are immediately threatened with institutionalization because they cannot find nurses enrolled in the Medicaid program to meet their need for care at home.
- 5. Defendants are required by federal law to ensure that Plaintiffs receive all necessary treatment that their conditions require and, pursuant to the Americans with Disabilities Act, that they receive this care in the most integrated setting.
- 6. Because of Defendants' actions and inactions, inadequate numbers of nurses participate in the Medicaid program to meet Plaintiffs' needs for skilled nursing care, resulting in the current crisis in meeting the Plaintiffs' needs.
- 7. The Defendants have an obligation to ensure that Plaintiffs get the medical assistance they need so that they need not live indefinitely in institutions away from their families.
- 8. Plaintiffs seek relief to require the Defendants to make available and arrange for nurses sufficient to meet their needs as required by the Early and Periodic Screening Diagnosis and Treatment mandate of the Medicaid program.

II. JURISDICTION AND VENUE

- 9. This Court has jurisdiction under 28 U.S.C. § 1331, because this action arises under the laws of the United States, and 28 U.S.C. § 1343 (3), (4) which confer original jurisdiction on the federal district courts for all claims asserted under 42 U.S.C. § 1983 to redress deprivations of rights, privileges, or immunities guaranteed by Acts of Congress and the United States Constitution.
- 10. Plaintiffs seek declaratory, injunctive, and other appropriate relief pursuant to 42 U.S.C. §1396a, 42 U.S.C. § 1983, 42 U.S.C. §12133, 28 U.S.C. §§ 2201, 2202, and Fed. R. Civ. P. 57

1 and 65. 2 11. Venue lies properly in this District pursuant to 28 U.S.C. § 1391 (b). The Defendants do business in King County and the Western District of Washington and a substantial portion of the 3 4 events and omissions leading to the filing of this complaint occurred in King County, 5 Washington. 12. Exhaustion of administrative remedies is not required and would be futile. 6 7 III. PARTIES 8 13. A.H.R. is a 10-month old, low-income boy with a disability who lives in an institution in 9 Pierce County, Washington. His mother, M.R.V., lives in Kitsap County, Washington. As a low-10 income person with a disability, A.H.R. receives Medicaid. 11 14. S.K. is a two-year old, low-income boy with a disability who lives in Benton City, 12 Washington, with his mother K.J. As a low-income person with a disability, S.K. receives 13 Medicaid. 14 15. K.A.S. is a one-year old low-income girl with a disability who lives in Mattawa, 15 Washington with her mother M.R.V. As a low-income person with a disability, K.A.S. receives Medicaid. 16 17 16. Z.O.S. is a two-year old low income boy with a disability who currently resides in an 18 institution in Othello, Washington. As a low-income person with a disability, Z.O.S. is a 19 recipient of Medicaid. His parents, H.H. and C.S., reside in Benton County, Washington. 20 17. Defendant Maryanne Lindeblad is an employee of the Washington State Health Care 21 Authority and the State Medicaid Director. Defendant Lindeblad is sued in her official capacity 22 only. All acts alleged to have been taken by Defendant Lindeblad were taken under color of state 23 law. 24 18. Defendant Frost Teeter is the Director of the Washington State Health Care Authority

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("the Authority"), which is the single state agency that administers Washington's Medicaid program. Defendant Frost Teeter is sued in her official capacity only. All acts alleged to have been taken by Defendant Frost Teeter or the Authority were taken under color of state law.

19. Defendant Washington State Health Care Authority ("the Authority") is an administrative agency of the state of Washington. The Authority is responsible for the administration of the Medicaid program within the state of Washington. The Authority is a recipient of federal financial assistance.

IV. STATUTORY AND REGULATORY FRAMEWORK

- 20. Washington State participates in the Medicaid program, a voluntary federal-state partnership for the provision of healthcare for low-income people.
- 21. The Authority is the single state agency that administers the Medicaid program in Washington.
- 22. The Authority is a recipient of federal funds and/or federal financial assistance, and was so at all times relevant to the allegations in this complaint.
- 23. Federal law requires states participating in Medicaid to provide or arrange for the provision of certain services to Medicaid-eligible beneficiaries under age 21 years.
- 24. The provisions of the Medicaid Act specific to beneficiaries under age 21 years are known as Early and Periodic Screening, Diagnosis and Treatment, or EPSDT, set forth at 42 U.S.C. §1396d(r). EPSDT is a mandatory benefit required under the Medicaid Act, 42 U.S.C. §1396d(a)(4)(B).
- 25. The EPSDT provisions of the Medicaid Act include 42 U.S.C. §1396d(r)(5), which requires that states provide to children "[s]uch other necessary health care, diagnostic services, treatment, and other measures described in subsection (a) of this section to correct or ameliorate

defects and physical and mental illnesses and conditions discovered by the screening services, whether or not such services are covered under the state plan."

- 26. The reference to "subsection (a)" in 42 U.S.C. §1396d(r)(5) refers to 42 U.S.C. §1396d(a) of the Medicaid Act which lists broad categories of medical assistance that are
- 27. Private duty nursing is one of the enumerated categories of service under subsection (a),
- 28. "Private duty nursing" is defined in the Code of Federal Regulations, 42 C.F.R. §440.80. In pertinent part, private duty nursing is defined as "nursing services for recipients who require more individual and continuous care than is available from a visiting nurse or routinely provided by the nursing staff of the hospital or skilled nursing facility...."
- 29. Under 42 C.F.R. §440.80, private duty nursing must be provided by a registered nurse or a licensed practical nurse under the direction of the recipient's treating physician.
- 30. As a participant in the Medicaid program, the Defendants must provide private duty nursing as defined at 42 C.F.R. §440.80 to Medicaid eligible children¹ under age 21 years when this service is found by a child's treating physician to be necessary to correct or ameliorate a
- 31. The Defendant is required by federal law to contract for, provide for, or both, all medically necessary services for the Plaintiff.
- 32. The Defendants are further required by federal law to "make available" all EPSDT services to the Plaintiff with reasonable promptness.
 - 33. Upon information and belief, Defendants maintain an inadequate number of skilled

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¹ Throughout this complaint the term "children" will refer to people under the age of 21 years.

nurses in their Medicaid program to make private duty nursing available to all EPSDT eligible children.

34. Upon information and belief, Defendants are aware and have been aware for years that their network of private duty nurses is inadequate to provide needed assistance to Medicaideligible persons requiring private duty nursing to live outside of an institution.

35. Upon information and belief, many more children than the Plaintiffs wait months to be discharged from hospitals, are rehospitalized or placed in institutions, or go without adequate nursing care because of the Defendants' failure to recruit an adequate number of nurses to its program, and that Defendant is aware of this fact.

36. Defendants are the responsible persons or entities for ensuring that the Plaintiffs receive medical assistance within 90 days of their identified need for it.

V. FACTS

A. Plaintiff A.H.R.

37. A.H.R. is diagnosed with venolymphatic malformation. Present from birth, this condition results in A.H.R.'s airway being extremely narrow and unstable. The severity of A.H.R.'s condition results in A.H.R. being unable to breathe independently. He requires a tracheostomy to breathe and is fed via a gastrostomy tube connected to his stomach. Without this tracheostomy, and the skilled medical interventions required to keep his airway clear, A.H.R. would become hypoxic and die.

38. A.H.R.'s disease process results in medical fragility that must be monitored continuously by a licensed practical nurse or a registered nurse. A.H.R. uses a tracheostomy to breathe 24 hours per day. His oxygen saturation levels must be monitored by a trained nurse, who can respond accordingly by clearing his airway and monitoring his tracheostomy for secretions. His

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- 57. S.K.'s providers at Seattle Children's Hospital have become concerned about his safety due to the unavailability of private duty nursing.
- 58. S.K.'s providers at Seattle Children's Hospital have stated that S.K. will need to be rehospitalized or placed in an institution in October of 2015 if his nursing shifts are not adequately staffed.
- 59. Without skilled nursing support at all hours of the day, S.K. will suffer from inadequate care, which will lead to hospitalization, injury or worsening of his condition, or death.
 - 60. It is medically necessary for S.K. to receive 16 hours per day of private duty nursing.
- 61. S.K. would be harmed by being forced to move out of his home and into an institution or medical facility.
- 62. S.K. will be forced to move out of his home and into an institution or medical facility if the Defendants are not required make available or arrange for skilled nurses to work for S.K. in Medicaid's private duty nursing program.

C. Plaintiff K.A.S.

- 63. K.A.S. is a one-year old girl diagnosed with Treacher-Collins syndrome and severe laryngomalacia. Laryngomalacia is a condition, caused by Treacher-Collins syndrome, which results in a child's airway being extremely narrow and obstructed. The severity of K.A.S.'s condition results in her being unable to breathe independently. She requires a tracheostomy to breathe. Without this tracheostomy, and the skilled medical interventions required to keep it clear of secretions, K.A.S. would become hypoxic and die.
- 64. K.A.S.'s disease process results in medical fragility that must be monitored continuously by a licensed practical nurse or a registered nurse. Her oxygen saturation levels must be monitored by a trained nurse, who can respond accordingly. Her airway must be monitored for its "patency" and secretions and other blockages removed regularly.

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77. Without skilled nursing support at all hours of the day, K.A.S. will suffer from inadequate care, which will lead to hospitalization, injury or worsening of her condition, or death.

D. Plaintiff Z.O.S.

- 78. Z.O.S. is a two-year old boy who is diagnosed with anoxic brain injury and an unstable airway. He is dependent on a tracheostomy to breathe. Because of his tracheostomy and unstable airway, he requires around-the-clock skilled nursing care to ensure that his airway does not become obstructed. An untreated blockage of his airway could cause him to become hypoxic and die. Skilled nurses monitor Z.O.S.'s airway, suction secretions, and feed Z.O.S. through his gastrostomy tube.
- 79. In January of 2015, Z.O.S. was admitted to Seattle Children's Hospital for care. Prior to his admission, he had been authorized to receive up to 16 hours per day of private duty nursing. His nursing shifts, however, went unstaffed and Z.O.S.'s mother had been providing his care nearly around the clock.
- 80. When Z.O.S. became clinically stable and ready for discharge from Seattle Children's Hospital, no nursing agency was able to fill his shifts for private duty nursing.
- 81. Staff at Seattle Children's Hospital contacted four nursing agencies, none of whom could find nurses willing to work in the Medicaid program to serve Z.O.S. at home.
- 82. Because of the lack of nurses, Z.O.S.'s parents agreed to place him in an institution in Yakima, Washington, approximately 80 miles away from his home.
- 83. With 16 hours per day in-home private duty nursing, Z.O.S. is able to live safely at home with his parents and to move about freely in his community.
- 84. Without the provision of private duty nursing at home, Z.O.S. requires care in a hospital or institution that provides continuous skilled nursing care.

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- 95. Under Medicaid and the EPSDT provisions of Medicaid in particular, the Defendants have a duty to arrange for or make medical assistance available to Plaintiffs. 42 USC 1396a(a)(10)(A) (State plan for medical assistance must provide for making medical assistance available) and 42 U.S.C. §1396d(r) (EPSDT).
- 96. Defendants' failure to timely provide private duty nursing services as prescribed by Plaintiffs' treating physicians has resulted in Plaintiffs being institutionalized or receiving less than adequate medical assistance.
- 97. Plaintiffs are suffering irreparable injury as a result of Defendants' failure to provide the medically necessary skilled nursing requested by Plaintiff's physicians.
- 98. Defendants' failure to recruit an adequate number of nurses to its private duty nursing program violates Defendants' duty under federal Medicaid law to arrange for or make available medical assistance to the Plaintiffs.
- 99. Defendants' refusal to actually provide Medicaid-funded "private duty nursing" to the Plaintiffs, as that service is defined in 42 C.F.R. §440.80, is a violation of the Plaintiffs' right to medical assistance under Title XIX of the Social Security Act which authorizes the Medicaid program.
- 100. Defendants have the authority and ability to ensure that the Plaintiffs receive adequate nursing care.
- 101. Defendants have failed to make medical assistance available reasonably promptly as required by federal Medicaid law.
- 102. The right to receive the medical assistance and EPSDT benefits to which Plaintiffs are entitled is a right secured by the laws of the United States, including, but not limited to, Title XIX of the Social Security Act.

103. In violation of 42 U.S.C. § 1983, Defendants Lindeblad and Frost Teeter have subjected Plaintiffs to the deprivation of their rights under color of law of the state of Washington.

VIII. SECOND CLAIM FOR RELIEF: DISCRIMINATION ON THE BASIS OF DISABILITY

- 104. Plaintiffs reallege and incorporate by reference herein each and every allegation and paragraph set forth previously.
- 105. Title II of the ADA provides that "no qualified individual with a disability shall, by reason of disability, be excluded from participation in or be denied the benefits of services, programs, or activities of a public entity or be subjected to discrimination by such entity." 42 U.S.C. § 12132.
- 106. In enacting the ADA, Congress found that "[i]ndividuals with disabilities continually encounter various forms of discrimination, including ... segregation" 42 U.S.C. § 12101(a)(5)
- 107. Regulations implementing Title II of the ADA provide: "A public entity shall administer services, programs and activities in the most integrated setting appropriate to the needs of qualified individuals with disabilities." 28 C.F.R. §35.130(d).
 - 108. Defendants are public entities within the meaning of Title II of the ADA.
- 109. Regulations implementing Title II of the ADA provide: "A public entity may not, directly or through contractual or other arrangements, utilize criteria or other methods of administration: (i) that have the effect of subjecting qualified individuals with disabilities to discrimination on the basis of disability; [or] (ii) that have the purpose or effect of defeating or substantially impairing the accomplishment of the objectives of the entities program with respect to individuals with disabilities. . . ." 28 C.F.R. §35.130(b)(3).

110. The United States Supreme Court in <i>Olmstead v. L.C. ex rel. Zimring</i> , 527 U.S. 581
(1999) held that unnecessary institutionalization of individuals with disabilities is a form of
discrimination under Title II of the ADA. In doing so, the Supreme Court interpreted the ADA's
'integration mandate" as requiring persons with disabilities to be served in the community when
(1) the state determines that community-based treatment is appropriate; (2) the individual does
not oppose community placement; and (3) community placement can be reasonably
accommodated. Id. 527 U.S. at 607.

- 111. The ADA prohibits discrimination based on type of disability.
- 112. The ADA's regulations further provide that "[a] public entity should not impose or apply eligibility criteria that screen out or tend to screen out an individual with a disability or any class of individuals with disabilities from fully and equally enjoying any service, program, or activity, unless such criteria can be shown to be necessary for the provision of the service, program, or activity being offered." 28 C.F.R. §35.130(b)(8).
- 113. Pursuant to the ADA, public entitles are required to provide meaningful access to their programs, services and activities, and provide any accommodations or modifications necessary for the people with disabilities to access those services.
- 114. Plaintiffs are "qualified individual[s] with a disability" within the meaning of the ADA in that they (1) have a physical impairment that substantially limits one or more major life activities and meet the essential eligibility requirements in that they (2) are capable of living independently in their own homes, with assistance, and (3) are eligible for Medicaid in Washington State.
- 115. Defendants' actions and inactions have placed A.H.R. and Z.O.S. in institutions that are not the most integrated community placement possible, in violation of the ADA's integration mandate.

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